

United States Agency for International Development

Five-Year Response (1994-1999)
to the United Nation's
Platform for Action and Beijing Declaration
Fourth World Conference on Women, Beijing, China

Executive Summary

In international development work, five years is a very short period for overcoming long-standing economic and social obstacles to gender equality and for achieving discernable results. Yet in the five years since the United Nations' Fourth World Conference on Women in Beijing, the U.S. Agency for International Development (USAID) has shown an array of very positive changes leading to better lives for women, worldwide.

In all of these instances, the Agency's commitment to mainstreaming gender in program design, implementation, and evaluation has been a key element in bringing about these changes. Investments of development dollars in efforts to increase women's legal literacy, improve girls' access to education, and involve men in reproductive and other family health issues have benefited entire communities. More active democracies, stronger and more equitable economic growth, and improved health status are among the pay-offs of these investments.

USAID's programs affecting women are found across development sectors: democracy and governance; environment; economic growth and development; population, health and nutrition; and girls' and women's education. However, a distinction must be made between two types of programs. The first of these is directed toward overcoming economic and social barriers to women that prevent their equal participation in society. These are at the core of the work of USAID's Office of Women in Development (WID). Drawing on the technical leadership of the WID Office and an extensive network of WID officers and advisers, USAID bureaus and missions are able to address the gender dimensions in their work with growing success.

The second set of programs funded by USAID are designed to give basic protections to women. An example of this are the dollars spent on maternal health and nutrition, HIV/AIDS, and family planning and reproductive health. USAID assistance helps about 25 countries, from Bangladesh to Zimbabwe, build their own capacity to provide voluntary, high-quality family planning and reproductive health services. The Agency has also funded regional and country-specific HIV/AIDS programs in 22 countries in Africa, 12 countries in Latin America and the Caribbean, nine in Asia, and two in Europe and Eurasia. Programs include public education campaigns, prevention and treatment of sexually transmitted diseases, research to identify which programs are most effective, support to networks of community-based organizations, and policy dialogue with host countries.

Three additional highlights, from among many summarized in this report, pinpoint work that addresses women's equal participation in society:

- The Microenterprise Innovation Project and other USAID-supported microenterprise projects provide small but crucial amounts of credit to entrepreneurs, the majority of whom are women, through over 600 funding agreements worldwide. As a result, in FY 1997, more than 1.4 million people (about two-thirds of whom were women) were able to get credit to build or sustain their businesses. The number of participants increased to 3.4 million in FY 1998 (more than 80 percent of whom were women). Loan repayment is uniformly excellent. Microenterprise is a key element of the Agency's economic growth projects because it has been shown to make a difference in improving people's livelihoods. Moreover, women's access to credit empowers them to participate more fully in household and community decision making.
- An important component in strengthening democracy and the rule of law worldwide is ensuring that women fully and equally participate at all levels of society and are treated equitably and fairly in the legal system. For example, ten USAID missions in Asia and the Near East have democracy and governance objectives, and most emphasize participation in civil society and/or government institutions. Four (Bangladesh, Morocco, Nepal, and India) explicitly target strengthening civil society through increased participation of women. USAID efforts have resulted in increased voter turnout by women, increased numbers of women candidates, and increased attention by local and national officials to such issues as violence against women.
- The long-term benefits to increasing girls' enrollment and school completion rates in developing countries include higher labor productivity, improvements in child survival, reductions in fertility rates, and support for education for the next generation. For this reason, as an integral part of its basic education programs, USAID works to close the gap between girls' and boys' access to basic education, a gap that is pronounced in many countries in which USAID works. The Agency has allocated over \$50 million annually to this goal through centrally funded, regional, and mission-level projects. Efforts include mobilizing host-country public and private sector leaders to support girls' education, supporting innovative measures such as community schools and enhanced teacher training to provide a better learning environment for girls, and researching the best ways to use resources to increase women's literacy rates and reduce girls' drop-out rates.

We would like also to highlight the Agency's *Gender Plan of Action*. Issued in 1996, this plan serves as a blueprint to mainstream gender throughout the Agency's programs and policies and is specific about how to accomplish this goal. The 15-point plan includes modification of the Agency's strategic framework to reflect the integral role of women in sustainable development, revision of procurement and personnel policies, and staff training and other ways to institutionalize gender mainstreaming throughout Agency operations. In

recognition of the Agency's leadership in this area, USAID chairs the Gender and Institutional Change Working Group of the President's Interagency Council on Women.

Finally, while the amount spent on foreign assistance is a small segment of the overall U.S. government's budget, the impact of the dollars expended is quite substantial, as the USAID profiles will indicate. USAID's funding for women in development must be understood in this context.

Between 1994-1998, USAID spent almost \$500 million per year, on average, in improving women's status around the world. In FY 1999, about \$605 million was obligated.

A. Women and Poverty

A.1. Review, adopt, and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty.

Collaboration with Other Donor Agencies.

The Office of Women in Development of the U.S. Agency for International Development (USAID) is working closely with the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) on integrating gender into strategies to reduce poverty worldwide. Since the formation of the OECD/DAC's Informal Network on Poverty Reduction in June 1998, the Office of Women in Development has provided leadership, technical expertise, and financial support to further the successful integration of gender issues into the first phase of the DAC's poverty reduction work. To build on the success of this work, USAID, collaborating with other member countries, continues to play a lead role, assuring gender integration in the second phase of the Network's poverty reduction effort--the drafting of the DAC Guidelines for Poverty Reduction.

A.2. Revise laws and administrative practices to ensure women's equal rights and access to economic resources.

Land Tenure Rights for Women.

Access to land and control over its use are the basis for food and income production. In most countries, differences in rights to land tenure exist between women and men. In some countries, women are legally forbidden to own land. Elsewhere, they have legal rights, but customs intervene so that, in reality, only men actually hold land titles.

Promoting Women in Development (PROWID), a four-year (1995-1999) program funded by the U.S. Agency for International Development (USAID), provides grants to nongovernmental organizations to conduct and document innovative interventions to enhance women's economic, political, and social status. Its support of South Africa's Centre for Rural Legal Studies (CRLS) resulted in a national-level change in land distribution policy. CRLS received a PROWID grant to conduct an advocacy campaign that engaged women and community-based groups to understand their rights to own land in their own names and assert these rights to policy makers. As a result, the South African Department of Land Affairs changed the national system of land distribution from being based on households to being based on individuals, thereby ensuring gender equity in land ownership and tenure.

A.3. Provide women with access to savings and credit mechanisms and institutions.

Microenterprise programs.

The U.S. Agency for International Development (USAID) has been on the cutting edge of microcredit programs since the 1980s. It has been a leader among international donor agencies in recognizing the role that microcredit can play in improving the economic status of low-income women and in linking microcredit programs to business development, literacy, health, and other programs.

The Agency has over 600 active funding agreements with microenterprise development institutions. Together, in FY 1997, they provided loans to some 1.4 million low-income clients. In FY 1998, the number of participants increased to 3.5 million. USAID credit programs operate in countries as diverse as Peru, South Africa, Nepal, and India.

In FY 1998 alone, USAID allocated \$138.4 million to microenterprise programs: \$37.4 million in Africa, \$42.1 million in Asia and the Near East, \$19.3 million in Europe and Eurasia, \$32.4 million in Latin America and the Caribbean, and \$7.2 million in worldwide programs. Women have strongly participated in these programs: they represent 92 percent of the users of business development services (such as training in business-related skills) and 84 percent of the loan recipients. Moreover, those in greatest need are being reached, with 97 percent of the participants in business development programs in the lowest income quintile for their country. For more information, visit USAID's Microenterprise Innovation Project Web site at <http://www.mip.org>.

A.4. Develop gender-based methodologies and conduct research to address the feminization of poverty

Rural Poor in Developing Countries.

Research based on sex-disaggregated data is necessary to understand the structure of poverty and to take measures to alleviate the effects of poverty for women.

To accomplish this, the U.S. Agency for International Development (USAID) is working closely with the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) on integrating gender into strategies to reduce poverty worldwide (see A.1 for more information).

USAID is also working within countries to support research to address and help alleviate the feminization of poverty. In El Salvador, for example, USAID funds a periodic rural poverty survey through a local nongovernmental organization that tracks 600 poor households throughout the country. Data from this survey are sex-disaggregated. A consortium of U.S. universities and local think tanks are using the data to look at such questions as women's work within the household, female-headed households, and gender differences in the labor force. One finding from the 1996 survey was that women work on average 20 hours per week more than men: 55 versus 35 hours per week.

In 1998 and 1999, USAID funded two studies and a workshop on the structure and determinants of poverty in Madagascar. Using sex-disaggregated data, the studies serve as

major data sources to analyze the impact of policies on the poor, including female-headed households. The studies are being widely disseminated to policy makers.

USAID's Office of Women in Development is also supporting the International Food Policy Research Institute (IFPRI) and other partners in a five-year multi-country research program to analyze the ways in which household structures and processes affect the impact of development policies and programs on individuals and the differential effects upon women and men. The project is called "Strengthening Development Policy through Gender Analysis." It involves primary data collection and two- to three-year research programs in four countries (Bangladesh, Ethiopia, Guatemala, and South Africa) and shorter-term research in nine additional countries. Data on households and gender are collected from participants in ongoing development programs to analyze the ways in which household structures affect the impact of the programs on poverty alleviation for women and men.

Information Dissemination.

To share research findings and recommendations, USAID's Office of Women in Development is devoting an edition of its newsletter, *Gender Matters Quarterly*, to the ongoing debate on the feminization of poverty. This issue of the newsletter will be disseminated to more than 4,000 individuals and groups worldwide.

B. Education and Training of Women

B.1 Ensure equal access to education

Primary Education for Girls in Developing Countries.

Research has shown the positive effects that girls' education has on national development. Long-term benefits to increasing girls' enrollment and school completion rates in developing countries include higher labor productivity, improvements in child survival, reductions in fertility rates, and support for education for the next generation. For this reason, as an integral part of its basic education programs, the U.S. Agency for International Development (USAID) works to close the gap between girls' and boys' access to basic education, a gap that is pronounced in many countries in which USAID works. The Agency has allocated over \$50 million annually to this goal through centrally funded, regional, and mission-level projects. Efforts include mobilizing host-country public and private sector leaders to support girls' education, supporting innovative measures such as community schools and enhanced teacher training to provide a better learning environment for girls, and researching the best ways to use resources to increase women's literacy rates and reduce girls' drop-out rates.

In 1995, USAID launched the Girls' and Women's Education Initiative, which helps mobilize support and action for girls' education in countries around the world, including Benin, Guatemala, Guinea, Haiti, Mali, Morocco, and Uganda. Although it is too early to measure results, the goal is to increase girls' primary completion rates by 20 percent over an eight-year period. The Initiative encourages leaders and organizations, including those from government, business, religion, and the media, to work together to create their own solutions with their own resources. The Agency has spent \$25 million on this project alone since 1995.

In India, USAID has been working to increase girls' formal primary school attendance, retention, and completion through the development of teacher-training programs in selected districts of Uttar Pradesh.

In Peru, USAID is studying the impact of the onset of puberty on girls' school dropout rates and assessing the implications for educational policy to increase girls' school retention. USAID is also training ministry personnel in Morocco, Haiti, Benin, and Uganda in effective classroom techniques and practices to increase girls' school participation in school.

Emphasizing the importance of working across sectors, USAID bureaus are addressing the educational needs of girls not only through centrally supported education projects, but also through programs that work to solve related issues. For example, girls' education is a component of the anti-trafficking strategies developed by USAID's Asia and Near East Bureau and by USAID/Ukraine, recognizing that education is one way to prevent girls and women from succumbing to sexual trafficking.

In May 1998, USAID, in partnership with the World Bank, Inter-American Development Bank, European Union, UNICEF, and the Lewis T. Preston Education Program for Girls, convened a major international conference entitled "Educating Girls: A Development Imperative." More than 400 senior representatives from the public and private sectors from 42 countries attended, including first ladies Hillary Rodham Clinton, Nana Konadu Agyeman Rawlings of Ghana, and Keiko Sofia Fujimori of Peru. Other participants included decision makers from government, the private sector, religious institutions, the media and nongovernmental organizations to identify each sector's role in promoting girls' education. The conference resulted in follow-up commitments of resources and action in Egypt, Guatemala, Guinea, Morocco, Peru, and other countries.

In addition, more than 14 USAID Missions are supporting country-level activities that aim to improve access to and quality of education for girls. USAID/Benin, for example, is working with public and private sector stakeholders to develop a national network for girls' education. Other USAID Missions have helped establish similar networks in Mali, Guinea, Peru, Morocco, Guatemala, and Egypt. In Malawi, USAID is assisting the Ministry of Education in developing an in-service teacher training program and other practices that will increase the participation of girls in primary schools.

USAID/Uganda's Support for Ugandan Primary Education (SUPER) project (1992-2002) is responsible for assisting the Ministry of Education in developing a national plan to promote girls' education. The Mission has entered into a dialogue with the government to address the development of an anti-harassment policy for school girls. These activities are part of SUPER's support to the Ministry's goal of improving the quality of, and access to, basic education throughout the country for all students.

In Guatemala, USAID has had great success using multiple interventions to target girls' education, in particular with indigenous populations in rural areas. Building on previous efforts, the Intercultural Bilingual Education Program (1997-2001) stresses community models of education that use collaborative learning, peer teaching, self-instructional guides, and other active learning techniques to encourage girls' participation in school.

Two 1999 information bulletins of the Office of Women in Development, *Educational Partnerships for Girls: Development Successes* and *Girls' Education: Good for Boys, Good for Development*, discuss the broad benefits of increasing girls' access to and participation in schools.

B.2. Eradicate illiteracy among women

Literacy Linked to Other New Skills in Nepal.

The U.S. Agency for International Development (USAID) has been the lead donor in Nepal in promoting literacy skills among women. Since 1995, more than 500,000 women have been reached. The mission's Women's Empowerment Program has learned that improvements in basic literacy are temporary unless women have the means to build on and use these newly acquired skills. Therefore, women participate in an 18-month program in which they learn, use, and enhance their literacy and numeracy skills while learning legal rights awareness, advocacy skills, and other skills to increase their economic and civic participation. As a result, thousands of these newly literate women ran for local office across the country in 1997 for the first time, and hundreds were elected. USAID has also supported literacy classes that focus on family planning, safe motherhood, nutrition, child health, hygiene, as well as prevention of HIV/AIDS and other sexually transmitted diseases and prevention against sexual trafficking of women and children. Since the program began in 1996, more than 40,000 women have completed classes.

Impact of Women's Literacy on Social and Economic Development.

As part of the Girls' and Women's Education Initiative (see B.1. above), the U.S. Agency for International Development (USAID) is conducting longitudinal studies (1996-2001) in Bolivia, Honduras, and Nepal to assess the impact of women's literacy training on countries' social and economic development. This critical information is needed by decision makers who make resource and programmatic decisions. Preliminary findings are expected in 2000.

B.3. Improve women's access to vocational training, science and technology, and continuing education.

Training.

Throughout the world, it is the policy of the U.S. Agency for International Development (USAID) to seek gender balance in selecting candidates for U.S., third country, and in-country training.

The Global Training for Development program trains mid- to senior-level leaders and professionals from the government and private sector in Russia and the Newly Independent States in areas directly tied to the transition to democracy and a free-market economy. The program--the largest training effort the agency has undertaken--has a mandated goal of 50 percent women participants. Although the 50 percent goal has not been reached in every country, women's participation is significant: for example, in Kazakhstan, it is 50 percent; in Kyrgyzstan, 45 percent; and in Turkmenistan, 43 percent. Training has taken place in such areas as accounting and auditing, health administration, and agriculture.

A major part of USAID/Madagascar's Women in Development activities have focused on training. Since 1995, 22 women have undertaken graduate studies in the United States with USAID support in such areas as computer science, management, and agricultural economics. In addition, short-term training of magistrates and lawyers was launched in 1997. Thus far, 80 percent of those trained have been women. Short-term training of 58 other women took place from 1995 through 1999.

In El Salvador, from 1996 through June 1999, more than 4,300 women (30 percent of the total) participated in agricultural training, training in rural financial services, agricultural policy, and related areas through the Equitable Rural Economic Growth Project (with the Spanish acronym, CRECER). Another 204 women (30 percent of the total) participated in other overseas training programs, and many more participated in in-country seminars that were coordinated under the mission's Human Capacity Development activity.

C. Women and Health

C.1. Increase women's access throughout the life cycle to appropriate, affordable, and quality health care, information and related services.

Fostering Networks for Health.

In 1998, USAID launched a ground-breaking project, "NGO Networks for Health." This effort, for the first time, unites leaders in development and relief in an effort to expand access to family planning through community-based efforts to improve maternal and child health and to prevent HIV/AIDS and other sexually transmitted diseases. The five-year, \$51 million project forms a unique public-private partnership between Save the Children, CARE, Childreach/PLAN International, the Adventist Development and Relief Agency (ADRA) and Program for Appropriate Technology in Health (PATH). The initiative is modeled after several USAID-funded programs using NGO networks.

C.2. Strengthen preventive programs that promote women's health.

Reproductive Health in Romania.

Romanian women have been unable to exercise their reproductive rights due to a number of complex factors, including former Ministry of Health policies. A survey in the mid-1990s showed that abortion rates and rates of maternal mortality were both very high. Although an update of the survey has not been conducted, USAID helped fund a survey of young women in 1996 (aged 15-24) that showed that pill use had doubled and condom use had tripled in just three years.

USAID is helping support a country-wide communications campaign to help women successfully advocate for their reproductive rights, including knowledge of and access to modern forms of contraception (so as not to rely on abortion as a means of birth control). The campaign completed its research work, including focus groups, and developed a media campaign based on the findings. Radio and television launches will occur in late 1999.

USAID is also working at the national level in Romania to improve the quality and availability of reproductive health services and to increase contraceptive logistics management. A large-scale survey of women of reproductive health age will be done this year with USAID support to examine such areas as contraceptive prevalence, STDs, and domestic abuse.

Safe Motherhood in Nepal.

Nepal has one of the highest maternal mortality rates in the world (1,500 maternal deaths per 100,000 live births, compared to 7 per 100,000 live births in the United States). Since 1996, the USAID-supported Safe Motherhood Network has mounted extensive

community awareness campaigns to promote safe motherhood at the grassroots level. A network of more than 75 public and private organizations--including nongovernmental organizations, government agencies, and international donors--educate women about the essentials of safe pregnancy and delivery. Since nine in ten births take place in the home, they also promote the use of home birthing kits to prevent infection. Safe motherhood events now occur in all 75 districts in Nepal. Because of this program, a recent study found: 90 percent of event participants could identify the danger signs of pregnancy and need for medical attention; 94 percent knew about the three "cleans" of delivery (hands, delivery surface, and cord care); 70 percent had discussed healthy pregnancy with their spouses; and more than half had used the home birthing kits. .

C.3. Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS and sexual and reproductive health issues.

ReproSalud in Peru.

In Peru, the U.S. Agency for International Development (USAID) supports an innovative program aimed at increasing rural women's use of family planning and reproductive health services by actively involving women in their own reproductive health care. The ReproSalud program works with more than 100 community-based organizations in six of Peru's 13 regions to research the reproductive health needs of local women. Once needs are identified, community organizations choose those that are most important to them and, with grants and technical assistance from ReproSalud, develop and implement activities to address those priority needs.

An advocacy component of ReproSalud assists women in their pursuit of increased political participation. In the 1998 municipal elections, ReproSalud designed information packets for candidates on women's reproductive health issues. For more information, visit <http://ekeko.rcp.net.pe/usa/aidsale.htm>

Worldwide HIV/AIDS Prevention.

The U.S. Agency for International Development (USAID) has funded both regional and country-specific HIV/AIDS prevention programs in 22 countries in Africa, 12 in Latin America and the Caribbean, nine in Asia, and two in Europe and the NIS. Examples since 1995 include the following:

In Uganda, the use of radio spots, voluntary counseling, and testing has encouraged young women ages 15 to 24 to delay the onset of sexual activity and engage in safer sex practices. As a result, their HIV prevalence has declined by 35 percent.

In Kenya, an *AIDSWatch* newspaper column reached 700,000 readers each week. At the same time, 62 episodes of a radio soap opera dealing with HIV/AIDS and broadcast in five local languages generated 27,000 letters from listeners.

In Thailand, three regional Centers for Excellence for HIV/AIDS prevention were set up to ensure that existing and new prevention programs continue to reach the people who need them.

As stated at the Beijing conference, women must have access to methods of protection that are within their power to initiate and use. The female condom is one such method. In Latin America, USAID first test-marketed female condoms in 1995. Since then, USAID-supported programs have sold several hundred thousand female condoms to middle and low-income women in Bolivia, Brazil, and Haiti.

C.4. Promote research and disseminate information on women's health.

Reproductive Health and Women's Lives.

Research findings from a five-year Women's Studies Project funded by the U.S. Agency for International Development (USAID), carried out in ten countries, have led to reproductive health programs that better reflect the reality of women's lives. In Bolivia, for example, the project assisted a coalition of public sector and NGO representatives to devise gender guidelines for reproductive health services, as well as performance measures to hold service providers and donors accountable.

D. Violence Against Women

D.1. Take integrated measures to prevent and eliminate violence against women

Training in El Salvador.

In May and July 1999, three U.S. experts conducted training conferences sponsored by the U.S. Agency for International Development on sex crime analysis and prosecution.

Approximately 350 prosecutors, forensic medical practitioners, justices of the peace and police officers--40 percent of whom were women--participated in the training. In addition, justices of the peace, prosecutors, and public defenders have been trained in how to enforce El Salvador's new family and criminal laws.

Grants in Bulgaria.

Another example of USAID-supported efforts to prevent and eliminate violence against women has been the awarding of a \$100,000 grant for a violence-against-women prevention program in Bulgaria. The grant resulted in the formation of new anti-domestic violence groups and counseling centers, organized by the Gender Project for Bulgaria Foundation and the Bulgarian Center for Human Rights. Another program, the Democracy Network, awards small grants such as the following:

- The Animus Association of Sofia received \$6,000 to promote best practices in supporting abused women in three Bulgarian cities
- The Women's Association ROMA, located in Plovdiv, received \$5,000 to strengthen its capacity to assist the Roma community, particularly women and children.
- The Women with a Future Association in Sofia received \$7,000 for a six-month project to prevent sexual harassment of women.

Female Genital Cutting.

The U.S. Agency for International Development (USAID) is committed to halting the practice of female genital cutting (FGC). However, the Agency recognizes that the solution most involve entire communities, including women, men, girls, boys, grandparents, midwives, traditional birth attendants, religious and community leaders, and others. Legal prohibition of FGC is important, but the practice will continue unless customs change. Prevention efforts must be appropriate to each target group and culturally sensitive.

An intra-Agency working group ensures attention to FGC and plans and implements USAID support in this area. In May 1997, in collaboration with RAINBO (Research, Action, and Information Network for Bodily Integrity of Women), USAID published "Program Guidelines for Integrating Activities to Eradicate Female Genital Mutilation into USAID Programs." These guidelines are now being implemented.

A special module on FGC has been included in USAID-funded Demographic and Health Surveys (DHS) in eight countries. In Egypt, for example, findings from the DHS survey led to an ambitious new strategy by an NGO task force to eradicate FGC by educating and mobilizing support from all sectors of Egyptian society.

Other USAID-supported efforts include working with local women's groups and nongovernmental organizations in Guinea, the Gambia, and Senegal on education and advocacy campaigns and operations research to develop and test community-level interventions to prevent FGC.

Supplementing these efforts has been wide distribution by the Office of Women in Development of an information bulletin entitled *Female Genital Mutilation* and the Summer 1997 issue of the Africa Bureau's *African Voices* newsletter. The agency's Intra-Agency Working Group on FGC has also published several key documents, including *Female Genital Cutting: USAID Background Paper*.

D.3. Eliminate trafficking in women and assist victims of violence due to prostitution and trafficking.

National Campaign in Ukraine.

In 1998, the Government of Ukraine invited the USG to help develop a national anti-trafficking campaign focused on prevention, protection, and prosecution. In this first USAID program to combat sexual trafficking, the Agency committed \$3.1 million. Prevention has consisted of public information campaigns, including a television docudrama featuring Ukrainian television stars, and job training centers that provide women with legitimate employment (since traffickers often trick women with fake offers of employment). Legal services and a telephone hotline are among the services created to protect women who cooperate with authorities against retaliation by traffickers. To expedite prosecution of traffickers, the U.S. is helping train Ukrainian law-enforcement officials, as well as U.S. Immigration and Naturalization Services border patrol agents to detect trafficking transport patterns and fraudulent travel documentation.

The February 1999 issue of *Gender Matters Quarterly*, entitled "Women as Chattel: The Emerging Global Market in Trafficking," published by the Office of Women in Development, was devoted to trafficking and international responses to stop it.

Asia.

Trafficking is particularly heavy throughout South and Southeast Asia. USAID has provided more than \$1 million from 1996 through 1999 to country-level and regional programs to prevent trafficking and provide services to victims. For example, funding has supported a national network of nongovernmental organizations in Bangladesh to provide legal aid to victims, train police officers to recognize trafficking victims, and conduct public awareness campaigns.

E. Women and Armed Conflict

E.4. Promote women's contribution to fostering a culture of peace.

Reconciliation in Former Yugoslavia.

In Croatia, Bosnia-Herzegovina, and Macedonia, the U.S. Agency for International Development (USAID) is working with women's groups to promote ethnic reconciliation and mutual tolerance. STAR--Strategies, Training and Advocacy for Reconciliation--is a three-year, \$2.9 million project working in four areas:

- Community and regional-level conflict resolution
- Communications among women's groups and with the general public
- Microenterprise development to provide self-sustaining, income-generating activities for women, many of whom are now sole supporters of their families
- Women's health

STAR has focused on providing technical assistance and small grants to women's organizations' projects that promote inter-ethnic reconciliation, citizen participation, and conflict resolution.

E.5. Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women.

Reconstruction in Rwanda.

Because of genocide and war in Rwanda, approximately 54 percent of the population is now female and at least 34 percent of all households are female-headed. As part of its post-conflict assistance, the U.S. Agency for International Development (USAID) worked with the Rwandan Ministry of Family and Women Promotion on the Women in Transition Initiative (WTI). A total of \$5.2 million was provided from 1995 through 1999. WTI provided 1,600 grants to 1,450 women's associations in 85 communes and 11 of Rwanda's 12 prefectures. As reported by USAID's Office of Transition Initiatives in May 1999, the grants have been used for shelter, livestock, income generation and other activities, improving the lives of more than 163,000 beneficiaries.

An information bulletin published by the Office of Women in Development in autumn 1999, entitled *From the Ashes of War: Women in Reconstruction*, addresses this and other post-conflict rebuilding efforts.

Women's Organizations in Post-conflict Societies.

The U.S. Agency for International Development is undertaking a multi-country study of the role of women's organizations in post-conflict societies. Over the past few years, USAID has channeled much of its humanitarian and development assistance to women in Rwanda, Bosnia-Herzegovina, Cambodia, and other countries through indigenous and

local affiliates of international women's organizations. The study will evaluate how these organizations individually and collectively confront the problems generated or exacerbated by conflict, how they contribute to the empowerment of women, and how international assistance can most effectively be provided to them.

Women and the Economy

F.2. Facilitate women's equal access to resources, employment, markets, and trade.

F.3. Provide business services, training and access to markets, information and technology, particularly to low-income women

Business Development in Europe and the NIS.

In many cases, women have been disproportionately affected by the move to market economies in formerly communist countries in Europe and the Newly Independent States. The U.S. Agency for International Development (USAID) has supported a number of efforts to assist small and medium enterprises (SME) in the region to become viable, self-sustaining businesses. In 1997, USAID's Office of Women in Development organized a conference in Moscow entitled "Achieving Full Potential: Women in Russian Small and Medium Enterprises." It brought together 140 participants from 21 cities across Russia. Pivotal outcomes of the conference included two sets of recommendations: the first for groups and individuals who can have an impact on women's business development and the second for USAID partner organizations.

USAID has also helped establish small business incubators and other business programs in four cities in Russia, with a total of \$6 million funding. Over a four-year period, nearly 80 percent of the clients were women. In Hungary, USAID supported survey research, training, networking sessions and other efforts to facilitate the environment for SMEs. One survey led to the establishment of a Women's Department (now called the Equal Opportunity Office) within the Ministry of Labor.

In 1999, the Office of Women in Development is devoting three issues of its *Gender Matters Quarterly* newsletter to business issues and how they affect women: *Without a Net: Gender and the Asian Financial Crisis*, *Trade Liberalization and the Impact on Women*, and *Debt Forgiveness and Gender*.

F.5. Eliminate occupational segregation and all forms of employment discrimination.

Expanding Opportunities for Women in Agribusiness.

Although the informal economy provides many opportunities for women, it is also important for women to have the access and opportunity to move into the formal sector. Agribusiness is a leading employer of women in developing countries. However, in many cases, women receive lower wages than men for similar work or find that their employers give their earnings to the male head of household. The Office of Women in Development (WID) of the U.S. Agency for International Development (USAID) is supporting the Gender and Agribusiness (GAP) Project, a collaboration of the University of Illinois at Urbana-Champaign and agribusinesses in Africa, Asia, and Latin America to document and duplicate practices that positively support women employees and enhance productivity in developing countries. They are currently developing a case study with Cargill in Zimbabwe.

Women in Sri Lanka are being assisted as agro-entrepreneurs (owners of agribusiness enterprises) through the USAID-sponsored Agro Enterprise Development Project (AgEnt). AgEnt formed a Women in Development unit in 1995 when it realized that women were not taking advantage of the technical and financial assistance available. The WID staff was proactive in identifying potential clients and conducting seminars, workshops, and one-on-one technical assistance. In order to recognize successful participants of the program, "Woman Entrepreneur of the Year" and "Woman Exporter of the Year" awards programs were organized in collaboration with the Sri Lankan Chamber of Commerce and Industry.

An information bulletin entitled *Women in Agribusiness: Sowing the Seeds of Opportunity* was also published in 1999 by USAID's Office of Women in Development and will be distributed to more than 4,000 individuals and groups, worldwide.

F. Women in Power and Decision-Making

G.1. Take measures to ensure women's equal access to and full participation in power structures and decision-making.

PROMUJER in Peru.

In 1997, the Peruvian Congress approved new legislation requiring that women make up at least 25 percent of the party lists for Peru's town councils and Congress. The PROMUJER activity of the U.S. Agency for International Development (USAID) supported the efforts by four local organizations to promote greater women's participation in the 1998 municipal elections. Activities included identifying and training potential women candidates; increasing the numbers of women voters through civic education; and training newly elected women politicians. The activity focused on the capital city of Lima, because of its large numbers of voters, and on provinces that had the lowest number of women in elected positions. The percentage of women in local government tripled from 8 percent to a remarkable 24 percent nationwide. Further, voter participation in Carhuaz-Ancash (a province with traditionally low voter turnout) increased from 44 percent in 1995 to 76 percent in 1998.

G.2. Increase women's capacity to participate in decision-making and leadership

Global Women in Politics Program.

The Global Women in Politics program has helped fulfill the commitment that the United States made at the Beijing conference to increase women's access to and participation in political processes around the world. This program has supported women and women's organizations in more than 15 countries, as well as regional programs in Asia, the Middle East, Africa, and Latin America. Its goals are to improve women's access to political positions, train future women leaders, promote gender equity in national legal systems and government policies, increase women's influence in determining public policy, and establish regional and international solidarity networks.

Increasing Women's Participation in the Philippines.

In the Philippines, through the Promoting Women in Development (PROWID) program, USAID's Office of Women in Development awarded a grant to the Center for Legislative Development to train women in the Cotabato Province in Mindanao so that they could participate more fully in local elections, including running for office. A program on gender and women's issues was also conducted for local elected officials. After initial training took place in 1996, a 200-member, province-wide alliance formed that was made up of women advocates and elected officials to study and promote the issues affecting women in local communities.

As an example of the strong results, of the more than 200 women who received advocacy training and ran in local elections, 47 percent won their seats. Of those elected, 40 percent

ran for office for the first time. And others who had ranked low in previous elections rose to be among the top candidates. Members of the alliance introduced 20 legislative proposals in their local district councils, several of which were implemented.

H. Institutional Mechanisms for Women

H.2. Integrate gender perspectives in legislation, public policies, programs, and projects

The U.S. Agency for International Development (USAID) has a long history of involvement in increasing the participation of women in development efforts. In 1974, the Agency first established the Office of Women in Development, and its strategies have evolved over the past 25 years.

Since 1995, USAID has built on the recommendations contained in the *Beijing Platform of Action* that governments "mainstream" their gender efforts. In 1996, USAID issued the *Gender Plan of Action*, which turns a broad commitment to gender equality into real, everyday activities. The actions that make up the plan include gender considerations in all aspects of the agency's strategic framework; building capacity to implement gender issues; and building institutional incentives to assure gender integration. The plan has been supplemented to include such specific measures as introduction of performance on gender integration as a factor in personnel evaluations, incorporation of gender considerations into technical training programs; and a commitment to determine and incorporate appropriate indicators of USAID program impact on women. In 1999, the agency established procedures to ensure that gender was integrated into statements of work and elements of Requests for Proposals and further required in contractors' proposal responses.

The Agency's Office of Women in Development works with bureau and mission personnel, host country governments, and development partners. The office has the technical capabilities that contribute to the achievement of each of USAID's sustainable development goal areas: democracy and governance, economic growth, girls' and women's education, environment, and population, health, and nutrition.

These capabilities include a staff with extensive sectoral expertise, field experience, and skills in mainstreaming gender issues in strategic planning, design, implementation, and monitoring and evaluation. Through mainstreaming, gender becomes an integrated part of these programs and projects and not just add-on or ancillary considerations. The Office of Women in Development has also been able to highlight USAID's gender accomplishments and disseminate state-of-the-art thinking about gender issues through its active role in multilateral and nongovernmental organizations globally; in Washington, DC; and in the countries in which its consultative expertise is requested. In addition to a series of widely disseminated information bulletins and newsletters (examples given throughout this report), the Office will soon introduce a new section on the USAID Web site devoted entirely to gender.

Most USAID missions have a Women in Development officer and/or a gender working group or committee. In both 1998 and 1999, the Agency brought many of these specialists together in two training workshops to strengthen their skills in ensuring that gender is mainstreamed throughout mission activities, from strategic planning to procurement to monitoring and evaluation.

The Development Assistance Committee of the Organisation for Economic Co-operation and Development, in its 1998 review of the United States' international assistance program, praised USAID's gender and development work, noting that "staff seems to include gender considerations as a normal part of their overall work."

H.3. Generate and disseminate gender-disaggregated data and information for planning and evaluation

USAID was one of the first international donors to include disaggregation of data by gender as a part of program and project design and evaluation. (See more information about the *Gender Plan of Action* under H.2., above.) Examples of indicators being collected by USAID missions include the number of business licenses being issued to women in Morocco; scores of third graders, disaggregated by gender, on standardized achievement tests in El Salvador; and the percentage of women voters in District Assembly elections in Ghana.

I. Human rights for Women

I.2. Ensure equality and non-discrimination under the law and in practice

Women's Legal Rights Initiative.

At the United Nations Fourth World Conference in Beijing, then-UN Ambassador Madeleine Albright announced a new USG initiative called the Women's Legal Rights Initiative. Since then, USAID has programmed more than \$20 million to promote and protect women's rights worldwide. For example, a \$5.2 million grant program provides grants of up to \$100,00 for a two-year period. Examples of these grants include such activities as helping women develop networks to promote human rights in Croatia and securing land rights for women in South Africa.

USAID is supporting an innovative program in India to document the nature and scope of domestic violence in several Indian states. The information will be used to advocate for legal reform and other systemic changes that address gender-based violence. The \$4.1 million India program fosters collaboration between local nongovernmental organizations, crisis centers, women's shelters, academic institutions, and government officials, including police. This program also will be highlighted with presentations at the U.S. regional conferences (1999-2000) sponsored by the President's Interagency Council on Women. For more information, see Section D of this report, Violence Against Women.

Judicial Reform Projects.

As part of broader judicial reform projects, the U.S. Agency for International Development supports programs in Colombia, Ecuador, Guatemala, Haiti, Nicaragua, and Peru to strengthen alternative dispute and legal assistance programs. For example, in Colombia, through the Judicial Reform Project, judicial service centers are now offering alternative dispute resolution. Women represent 75 percent of the users. In many cases, women seek justice against abuse by their husbands or partners. In Guatemala, a network of justice centers is increasing access to the judicial system by disadvantaged women.

I.3. Achieve legal literacy

K. Women and the Environment

K.2. Integrate gender concerns and perspectives in policies and programs for sustainable development.

Women as Natural Resource Managers.

In dealing with a range of environmental issues--from solid waste management to coastal resources management to biodiversity conservation--the U.S. Agency for International Development (USAID) has supported research and interventions to understand the gender

dimensions of environmental problems and propose realistic solutions. In many countries in which USAID works, women are the *de facto* primary resource managers as they fulfill their responsibilities to collect water and fuelwood, raise food and livestock for family consumption and for sale, and dispose of solid waste.

In Kenya, Namibia, Ghana, Zimbabwe, and other countries, USAID environmental programs include a component that increases revenue-producing opportunities for women and involves them in decision making about how to conserve and manage resources. In Namibia, for example, the Living in a Finite Environment (LIFE) project supports the establishment of “conservancies” in targeted communal areas, which ensure nearby residents' rights to manage natural resources and to receive benefits derived from those resources. Women are proving to be the major program participants. In another example, in Peru, women have received loans to start up or expand solid waste collection businesses that improve the environment and increase revenue-producing opportunities for low-income, urban women.